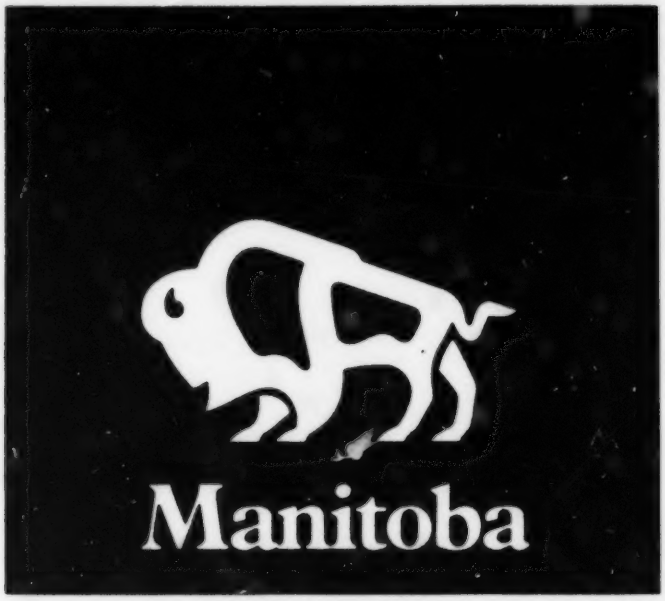

Manitoba's position on:

Economic Equality for Women

Hon. Howard Pawley
Premier of Manitoba

Annual Conference of First Ministers
Halifax, Nova Scotia:
November 28-29, 1985

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ON
ECONOMIC EQUALITY FOR WOMEN

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WOMEN IN THE CANADIAN ECONOMY

I N D E X

Introduction 1

Changing Women in a Changing Economy 3

- Women and the Family 3
- Women and the Labour Force 8
- Women and the Unpaid Labour Force 12

The Unreality of Some National Policy Assumptions 13

The Costs of Inequality 17

Manitoba's Record 20

- Child Care 23
- Pay Equity 24
- Education & Training 24
- Affirmative Action 25
- Pensions 26
- Wife Abuse & Family Violence 26
- Enforcement of Maintenance Orders 27
- Manitoba Jobs Fund 27
- Pre-Employment Support 28
- Home Economics Program 28
- Charter of Rights 28
- Pornography 29
- First Ministers Conference 29

Future Directions 30

- Job and Training 31
- Child Care 31
- Tax Reform 31
- Wife Abuse 32
- Data Gathering 32
- National Agenda Priorities 32

Footnotes 33

Appendices

A. Manitoba's Proposed Policy Principles for Ensuring Economic Equality for Women 34

B. Resolution on Economic Equality for Women 38

C. Towards a National Cay Care Program: The Canada Day Care & Family Support Services Act 39

D. Child & Family Benefits: Submission by the Hon. Muriel Smith to the House of Commons Committee on Bill C-70 47

INTRODUCTION

The role of women in the Canadian economy is a crucial focus for federal-provincial dialogue. The economic inequality of women is assuming proportions that have critical consequences in the present and, if not addressed, will result in significant missed opportunities for future economic growth. Manitoba has taken a lead in addressing the special hardships and injustices faced by Canadian women, by direct policy action and by encouraging co-ordination and action at the federal level.

We have been encouraged in these attempts by the strong commitments to "Social Justice" made in the November 1984 federal Throne Speech. That statement declared:

> "Economic equality is the vehicle through which women will come to full partnership and participation with men in our society. Parliament has committed the federal jurisdiction to equal pay for work of equal value.... My Ministers will enlist the cooperation of women and men in the private and public sectors in seeking to define further and to implement this concept."

Since that declaration was made, Ministers responsible for the Status of Women have met several times to develop concensus positions on the identification and requirements of women's economic concerns. From Manitoba's perspective this process has been an encouraging and necessary "first step". Only a sincere, co-ordianted effort by the federal and provincial governments can bring about the necessary changes in the unequal status of Canadian women. But the process must now be brought forward, to address the widely perceived need for concrete and immediate action. While Canadian governments have expressed their commitment to economic equality, new policies have not been forthcoming. In particular, the pressing need for a ntional child care policy and for new pay equity legislation, both of which were recognized in the 1984 federal Throne Speech, have not been met with adequate resolve by our policymakers. In the spirit of the federal government's commitment to both consensus and action on women's concers, Manitoba has urged that the agreements reached so far be translated into a co-ordinated national policy. This is the main hope for real and lasting change in women's economic prospects.

Meanwhile, it is plain to all that the consequences of ignoring or underestimating the impact of economic policy on women are upon us: the increasing "feminization of poverty", the preponderance of women among consumers of social services and public assistance, the growing number of female single parents and their children living on unacceptably low incomes, and the continuing ghettoization of women in the paid labour force.

Economic recovery is properly seen as a priority for Canadian governments. We must also commit ourselves to the perspective that the objectives of economic recovery and economic equality go hand in hand. If recovery is achieved at the expense of those who already bear an unfair burden, the achievement will be short term and will lead to compounded problems. It is time to take women's economic issues seriously in this country. Our justifiable concerns about Canada's economic recovery cannot be an excuse for overriding our concerns for the well-being of over half the Canadian population, the well-being of which is essential to that recovery.

The purpose of this paper is to illustrate a fact too often overlooked by Canadian policymakers: economic policy has different impacts on women and men. This simple reality is overlooked when policymakers fail to gather the information necessary to describe the situation of women in the economy, and when issues concerning women are shunted to the so-called "softer" social policy agenda. Inequality of economic status is not just a social problem; it has roots in economic policy and its persistence is a long-run economic cost. The conceptual split between social policy and economic policy is logically unsound; it results in the concealment or trivilization of much hardship and injustice.

As a balance to that tendency, this paper looks at the Canadian economy from the perspective of women: the position of women in economic structures; the impact of economic policies upon women; and the role of women in economic change. Current policy and policy proposals are examined to see how the assumptions behind certain programs compare with the real situations of the people affected. As well, the costs of inequality are assessed. If it is true that measures promoting equality cost money, common sense requires that these costs be compared with the costs of allowing current inequities to persist.

Our conclusions are consistent with our active commitments and can be clearly stated.

Manitoba believes that the challenge of realizing eonomic equality between women and men can be met. The ways and means of obtaining this goal can, and should, be incorporated into co-ordinated federal-provincial efforts to encourage national economic recovery. Manitoba has demonstrated how much can be done on a local level (the results of our efforts are summarized below). However, equality cannot be achieved by jurisdictions working alone. We live in an interdependent economy: nationally, provincially, internationally; and a sincere co-ordinated effort is needed to bring about the changes needed. This is especially true when an imbalance has been decades, even centuries, in the making. The general statements arising out of our federal-provincial meetings to date must be taken a step further and translated into direct and immediate actions. If in reaching for a consensus we have clouded our resolve with vague and general positions, then we have done constituents a disservice. The formation of national policies and concrete initiatives to achieve the economic equality of women must now be our major objective.

CHANGING WOMEN IN A CHANGING ECONOMY

Women have always contributed substantially to the world economy, and continue to do so. However, research of recent years shows that a major imbalance exists between women's economic contribution and the remuneration they receive.

Women represent half of the world's population; yet they perform two-thirds of all working hours, receive only one-tenth of the world's income, and own less than one-one hundredth of the world's property.[1]

A major reason for this gross inequity is the way that women's work is measured. Conventional measures of economic activity undercount women's paid labour and don't include unpaid labour at all. One source estimates that the value of women's unpaid work in the household alone, if given economic value, would add an estimated one-third or $4 trillion to the world's GNP.[2]

The work that women do becomes "visible" when they enter the paid labour force. This they are doing, in unprecedented numbers, all over the world. According to International Labour Organization projections for the world as a whole, 675 million women are currently at work or seeking work in the paid labour force. Their numbers have doubled in only a generation. One out of every two women aged 15 -64 is in the world's paid labour force.[3]

Although there are of course great variations among countries regarding the economic status and condition of women, trends for developing and developed countries are remarkably similar.

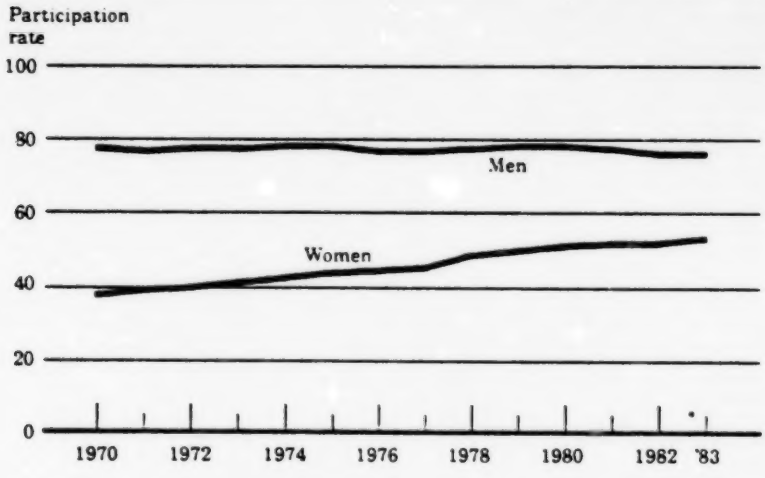
Canada, as one of the "developed" countries, shows trends that are fairly typical. The last several decades have shown major changes in the way Canadian women participate in the economy, and in the family as an economic unit.

Women and the family

The participation rate of women in the paid labour force has risen steadily; statistical projections estimate that at current rates, 75% of all women will be in the paid labour force by the end of the century. (Table 1)

TABLE 1

Labour Force Participation Rate, 1970-1983, Canada

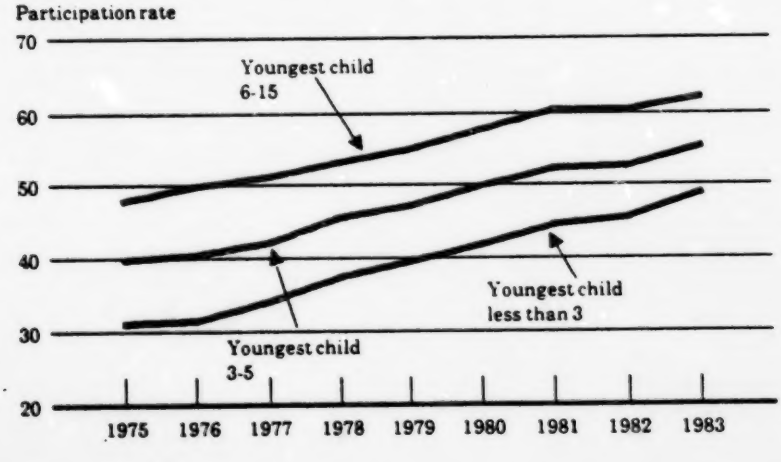


Source: Women in Canada: A Statistical Report
Statistics Canada, March 1985

A more recent trend has been the increase in married women who work outside the home, especially those with very young children. The two-earner family is now the typical Canadian family. The number of single parent families has also jumped dramatically over the last three decades. More than 11% of all Canadian families are headed by a single parent, and most of these single parents are women. (Tables 2,3 and 4)

TABLE 2

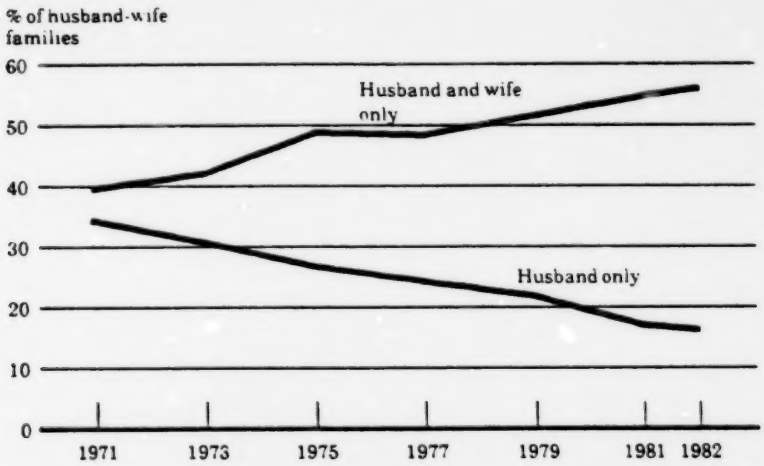
Labour Force Participation Rate of Women
by Age of Youngest child, 1975-1983 Canada



Source: Women in Canada: A Statistical Report

TABLE 3

Income Recipients in Husband-Wife Families, 1971-1982, Canada



Source: Women in Canada: A Statistical Report
Statistics Canada, March 1985

TABLE 4

Numerical and Percentage Change, 1976-1981, Total, Husband-Wife and Male and Female Lone-parent Families, Canada

	1976	1981	Numerical Change	Percentage Change
Canada				
Total families	5,727,895	6,325,975	597,080	10.4
Husband-Wife	5,168,560	5,610,970	442,410	8.5
Lone Parent	559,330	714,005	154,675	27.6
Male - Lone Parent	94,990	124,180	29,190	30.7
Female - Lone Parent	464,340	589,830	125,490	27.0

Source: Canada's Lone Parent Families
Statistic's Canada, May, 1984

The Canadian economy is changing as well; the growth of the service sector, the impact of rapidly accelerating technological change, the effects of the recession on the structure of employment - all have long-term implications that are becoming increasingly familiar issues to many Canadians.

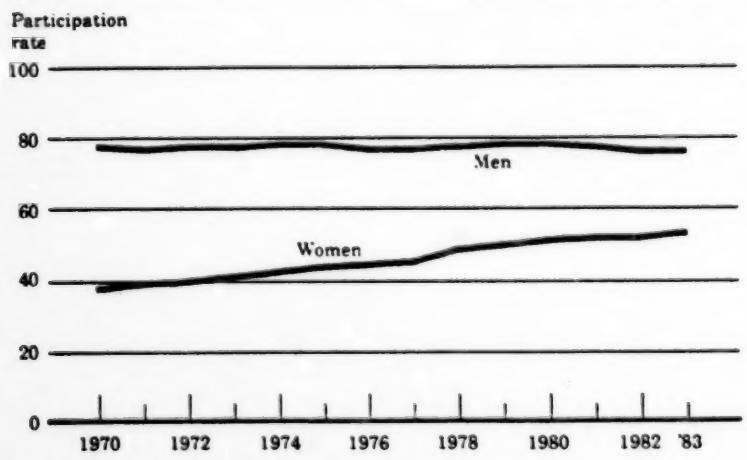
However, much information about changes in the Canadian economy is still presented in ways that do not illustrate the very different effects that such changes have upon women.

The labour force participation rate for women is a good example. In 1984, 54% of all Canadian women 15 years old and over were in the paid labour force. However, this rate varied considerably according to age group and marital status. Sixty-eight percent of young married women worked outside the home; 84% of all single women aged 25-54 worked, a rate almost identical to single men in the same age category.[4]

Other very significant variations have occurred in the last two decades. It is commonly acknowledged that the participation rate has risen for women in general. It is less commonly known that it has increased dramatically for women with very young children and even the participation rate of women aged 65 and older has held steadily, while the rate for men of the same age has declined. (Tables 5 and 6)

TABLE 5

Labour Force Participation Rate, 1970-1983, Canada



Source: Women in Canada: A Statistical Report
Statistics Canada March 1985

TABLE 6

Labour Force Participation Rate, by Age Group, 1975-1983, Canada

	1975	1976	1977	1978	1979	1980	1981	1982	1983
	%	%	%	%	%	%	%	%	%
Age group									
15-19									
Women	47.4	47.0	46.7	48.0	50.8	52.1	53.0	50.5	50.1
Men	54.6	52.6	54.1	54.8	57.1	57.8	58.2	53.7	52.9
20-24									
Women	67.0	67.4	68.9	70.3	71.3	73.0	72.9	73.1	74.0
Men	85.0	85.1	85.2	85.9	86.4	86.4	86.5	84.4	84.3
25-34									
Women	52.9	53.9	55.2	59.0	60.4	62.7	65.5	65.6	67.6
Men	95.2	95.4	95.3	95.6	95.7	95.4	95.3	94.2	93.7
35-44									
Women	51.5	53.3	55.7	58.3	59.4	61.6	64.5	65.8	66.9
Men	96.1	96.0	95.9	96.0	96.3	96.0	96.1	95.2	95.1
45-54									
Women	46.1	48.3	49.2	51.0	52.1	54.1	55.7	56.3	58.2
Men	92.7	92.5	92.4	92.9	92.7	92.6	92.8	91.8	92.1
55-64									
Women	30.8	32.0	32.1	32.7	34.0	33.7	33.7	33.9	33.7
Men	79.3	76.7	76.4	76.6	76.4	76.2	75.1	73.6	72.3
65 and over									
Women	4.9	4.2	4.4	4.6	4.2	4.4	4.5	4.3	4.6
Men	18.5	16.0	15.6	15.2	15.3	14.8	14.1	13.9	13.0
Total									
Women	44.4	45.2	46.0	47.9	49.0	50.4	51.7	51.7	52.6
Men	78.4	77.6	77.7	78.1	78.5	78.4	78.4	77.0	76.7

Sources: *Labour Force Annual Averages 1975-1983*, Statistics Canada Catalogue 71-529.
The Labour Force, Statistics Canada Catalogue 71-001.

The findings, coupled with the fact that the unemployment rate for women is now lower than the rate for men for the first time in decades, have led some to claim that women are making great progress in the working world. The reality is that any gains women have made are modest at best, and illusory at worst.

Women and the labour force

Occupational segregation remains solidly entrenched, despite the entrance of some women into traditionally "male" sectors of the work force. The majority of women are still employed in the same sectors as they were at the turn of the century: clerical, sales and service. Much of the female job growth is accounted for by the growth of part-time employment[5]; part-time work is on the rise in Canada, with attendant features of lower hourly pay, less security, and fewer benefits. Most part-time workers are women. (Tables 7 and 8)

TABLE 7

Employment by Occupational Group, 1975 and 1983, Canada

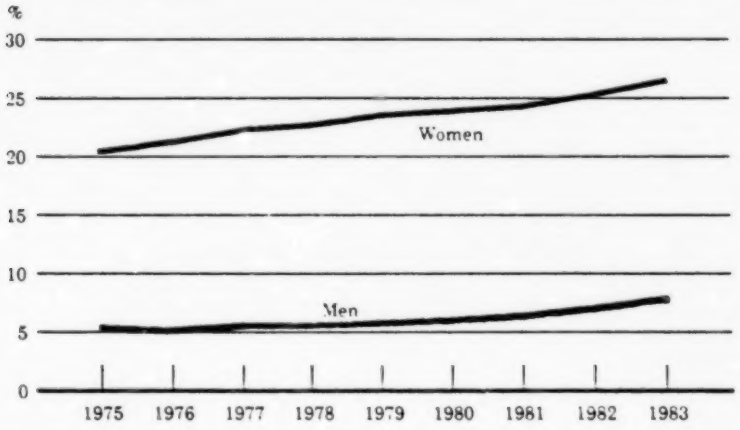
	Women		Men		Women as a % of Employment	
	1975	1983	1975	1983	1975	1983
	%	%	%	%		
Clerical	36.1	32.6	6.9	6.4	75.0	78.7
Service	16.8	18.6	9.7	11.3	49.6	54.3
Sales	10.4	10.4	11.5	10.8	34.0	41.1
Medicine and health	9.5	9.2	1.7	2.0	75.7	77.1
Teaching	7.2	6.2	2.9	3.2	58.3	58.3
Managerial, administrative	3.4	6.1	8.4	10.3	18.7	30.1
Product fabricating, assembling and repairing	5.9	4.7	11.2	10.9	23.1	23.6
Agriculture	3.0	2.7	6.8	6.0	20.4	24.6
Social sciences	1.4	2.0	1.1	1.5	43.6	48.9
Processing and machining	2.2	1.8	9.0	7.8	12.2	14.2
Artistic and recreational	1.1	1.4	1.3	1.7	33.3	37.8
Natural sciences	0.8	1.3	4.7	5.1	9.1	15.3
Materials handling	1.3	1.2	3.3	3.3	18.4	21.5
Other crafts and equipment	0.5	0.6	1.8	1.8	12.8	17.9
Transport equipment operation	0.4	0.5	6.3	6.0	3.1	6.1
Construction trades	0.1	0.2	10.9	9.1	0.6	1.9
Religion	--	0.1	0.4	0.4	--	15.6
Forestry and logging, fishing, hunting and trapping	--	--	1.1	1.5	--	--
Mining and quarrying	--	--	0.9	0.9	--	--
Total	100.0	100.0	100.0	100.0	36.4	41.9
Total employed 000's	3,381	4,495	5,903	6,240	...	...

-- Numbers too small to provide reliable estimates; as a result, columns may not add up to total.
... Figures not appropriate.

Sources: *Labour Force Annual Averages 1975-1983*. Statistics Canada Catalogue 71-529.
The Labour Force. Statistics Canada Catalogue 71-001.

TABLE 8

Proportion of Employed Women and Men Working Part-time, 1975-1983, Canada



Source: Women in Canada: A Statistical Report
Statistics Canada, March 1985

Equal pay for equal work laws, which mean that women and men must be paid the same rate if they are doing identical or similar work, have been in existence for some time. However, this legislation has done very little to achieve wage parity for women since occupational segregation means that men and women tend to have completely different kinds of jobs.

Although the incomes of single, "prime-age" working women compare favourably with their male counterparts, women on average earn about 64 cents for every dollar earned by a man. Some of this difference can be explained by occupational segregation, educational achievement, part-time versus full time work, and so forth; but comparison of within-occupation incomes shows clearly that even when other factors are fairly equal, men still tend to have higher incomes. This is true even within female-dominated professions such as nursing and clerical work.

The picture is clear, over and above all the complex factors involved: the benefits women receive are not in proportion to their contribution to the economy. (Tables 9, 10 and 11)

TABLE 9

Average Annual Earnings of Full-time Workers, by Occupation, 1982, Canada

Occupation	Women	Men	Women's Earnings as a % of Men's
	$	$	
Professional	21,662	31,869	68.0
Managerial	20,164	34,669	58.2
Clerical	15,240	22,776	66.9
Transportation	14,079	23,158	60.8
Processing and machining	13,677	23,731	57.6
Sales	12,790	22,406	57.1
Product fabrication	12,193	22,563	54.0
Service	11,514	20,751	55.5

Source: *Earnings of Men and Women*, Statistics Canada Catalogue 13-577.

TABLE 10

Average Annual Earnings of Full-time and Part-time Workers, 1971-1982, Canada

	Earnings of Full-time Workers[1]		Women's Earnings as a % of Men's	Earnings of Part-time Workers[2]		Women's Earnings as a % of Men's
	Women	Men		Women	Men	
	$	$		$	$	
1971	5,232	8,770	59.7	2,303	3,264	70.6
1973	6,184	10,434	59.3	2,880	3,066	93.9
1975	8,231	13,674	60.2	3,460	4,111	84.2
1977	9,790	15,777	62.1	4,368	4,886	89.4
1979	11,743	18,537	63.3	5,375	7,952	67.6
1981	14,608	22,955	63.6	7,743	9,049	85.6
1982	16,056	25,096	64.0	8,159	9,054	90.1

[1] A full-time worker is a person who worked, mostly full-time, 50-52 weeks in the years 1971 to 1979, and 49-52 weeks in 1981 and 1982.
[2] A part-time worker is a person who worked mostly part-time, 50-52 weeks in the years 1971 to 1979, and 49-52 weeks in 1981 and 1982.

Source: *Earnings of Men and Women*, Statistics Canada Catalogue 13-577.

TABLE 11

Average Weekly Wage Rates for Women and Men in Similarly Described Selected Office Occupations in all Industries - 1983

	Canada		
	Women $	Men $	Women/Men %
Accounting Clerk, Jr.	307	347	88.5
Accounting Clerk, Sr.	361	425	85.0
Bookkeeper, Sr.	376	473	79.5
Clerk General Office, Jr.	380	318	88.1
Clerk General Office, Intermediate	333	363	91.7
Clerk General Office, Sr.	387	433	89.4
Computer Operator, Jr.	334	380	87.9
Computer Operator, Sr.	382	447	85.5
Computer-Peripheral Equipment Operator	350	384	91.1
Cost Clerk	349	441	79.1
Data Entry Operator, Jr.	302	335	90.1
Data Entry Operator, Sr.	339	385	88.1
Draughtsman/woman, Jr.	367	379	96.8
Draughtsman/woman, Intermediate	444	462	96.1
Draughtsman/woman, Sr.	513	555	92.4
File Clerk	267	332	80.4
Office Boy/Girl	267	278	96.0
Office Manager	485	579	83.8
Order Clerk	333	391	85.2
Programmer, Jr.	435	456	95.4
Programmer, Sr.	521	563	92.5
Secretary, Sr.	382	392	97.4
Stock Records Clerk	315	395	79.7
Systems Analyst, Jr.	554	592	93.6
Telephone Operator	289	305	94.8
Typist, Sr.	308	325	94.8

Sources: Labour Canada, Wage Rates, Salaries and Hours of Labour, Canada, October, 1983, Surveys Division, Labour Data Branch Ottawa, 1984.

The above data can be taken as measuring the most obvious and visible differences between women and men. It is not an encouraging picture; but some of the questions which remain largely unexplored could show even more alarming trends.

The ways in which unemployment is measured are already under some scrutiny since the number of "discouraged" job seekers are not included in official statistics. "Underemployment" is also an issue - people who work part-time when they would prefer full-time, who are employed far below their skill levels, whose jobs have been downgraded due to technological change - these are all matters which must be taken into account. Preliminary speculation indicates that women are over-represented in these categories, especially with regard to the impact of technological change.[6] Unfortunately, the information necessary to measure these changes accurately is not collected on a significant scale - yet another example of the "invisibility" of women's economic issues.

Women and the unpaid labour force

The paid labour force is only one area in which economic change impacts differently upon women and men. That area is only the most visible, imperfectly understood as it may be.

Women are essential labour on family farms and in family-run small businesses. When economic hardship strikes, their paid and unpaid labour is crucial to maintaining a viable operation.

Most poor Canadians are elderly women and female single parents with dependent children. Any deterioration in fixed incomes or other benefits has a direct and disproportionate effect upon women.

Women carry the bulk of the non-paid domestic workload in this country, whether or not they also have a full-time paid job. For many women, especially those with young children, this involves the same effort as holding down two full-time jobs. The availability of quality child care in Canada is not adequate for the number of young children with both parents in the paid labour force.

The reality of the Canadian economy and workforce has changed drastically in the past several decades, yet the attitudes of most Canadian policy makers remain entrenched in the past, planning for a workforce and a "typical worker" that no longer exist. Assumptions that these changes are temporary aberrations are wishful thinking at best. At worst, they represent the imposition of policy makers' values on others, without regard for the real situation and genuine aspirations of millions of Canadians.

The Unreality of Some Traditional National Assumptions

It is becoming increasingly clear that many common policy assumptions involve impact study models that no longer conform to reality. The old model - that of the two-parent, one-earner family - now represents only 29% of all husband-wife families of working age[7]. Between 1966 and 1981 the percentage increase of single -parent families exceeded that of husband-wife families. Single parent families now form 11.3% of all Canadian families, and forecasts suggest that this number will rise to 12-14% by 1986[8].

Obviously, policy makers who rely on demographically inaccurate models will produce policy that favours a smaller proportion of the actual population, to the detriment of other groupings in society.

The report of the Royal Commission on the Economic Union and Development Prospects for Canada - the Macdonald Commission as it is more commonly known - places great confidence in traditional economic analysis and market forces - the very factors that have proved so unsuccessful in achieving equality for women. The Macdonald Commission Report in effect makes the assumption that gender discrimination can be rectified by "market forces" - when in fact the very same "market forces" are claiming that equality will bankrupt Canadian businesses.

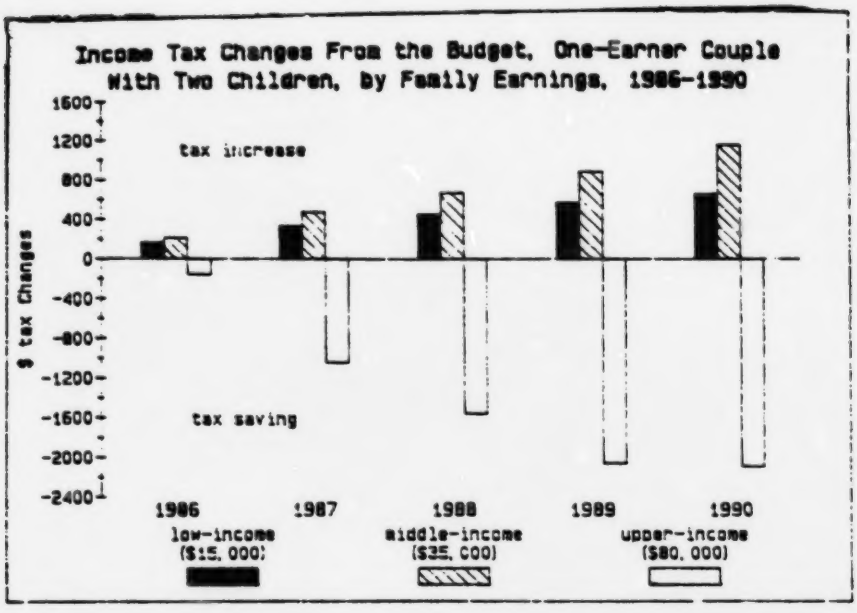
The Macdonald Commission Report is yet another example of thinking that is based on unreal images of the Canadian economy. The down-playing of the necessity for active government support for equal pay for work of equal value policy; the trivialization of women's attachment to the paid labour force; the absence of any acknowledgement of the role of women in keeping many two-earner families above the poverty line; the lack of analysis regarding the effects of free trade on industries with female-dominated work forces; all provide evidence that the role of women in the Canadian economy is overlooked or underplayed at the federal level.

Some recent federal policy iniatives are also cause for major concern.

The May 1985 budget ignored promises to protect the interests of the poor and to make the economic concerns of women a priority. The federal government's attempt to de-index the old age security pensions failed, but plans are proceeding to de-index family allowances, a benefit which goes almost exclusively to women. Changes to increase the child tax credit

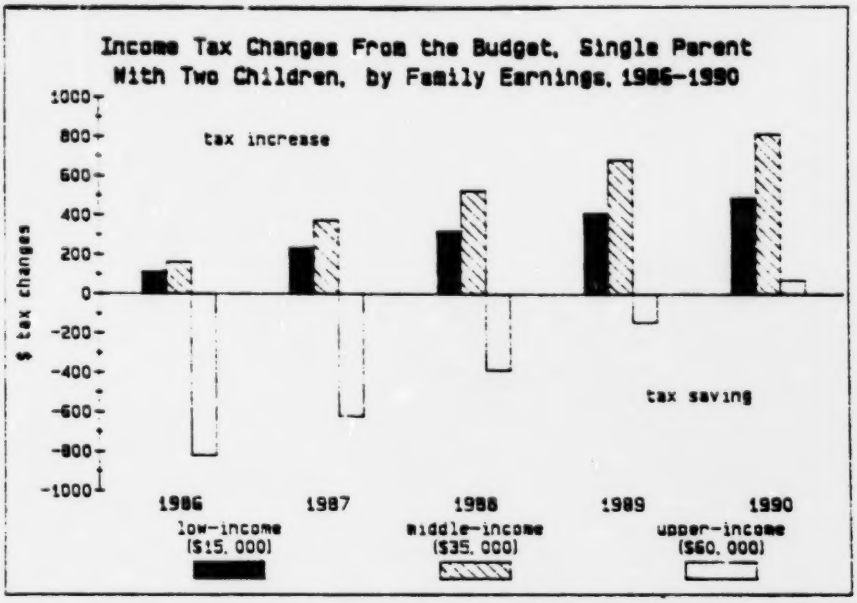
and reduce the child tax exemption give some benefits to the poorest families in the short term, but within seven years the very poor will be falling behind again. Far from demonstrating a commitment to real tax reform, the 1985 budget contains measures that will make the federal tax system even more regressive. (Tables 12, 13, and 14)

TABLE 12



Source: Giving and Taking: The May 1985 Budget and the Poor National Council of Welfare, July 1985

TABLE 13



Source: Giving and Taking: The May 1985 Budget and the Poor
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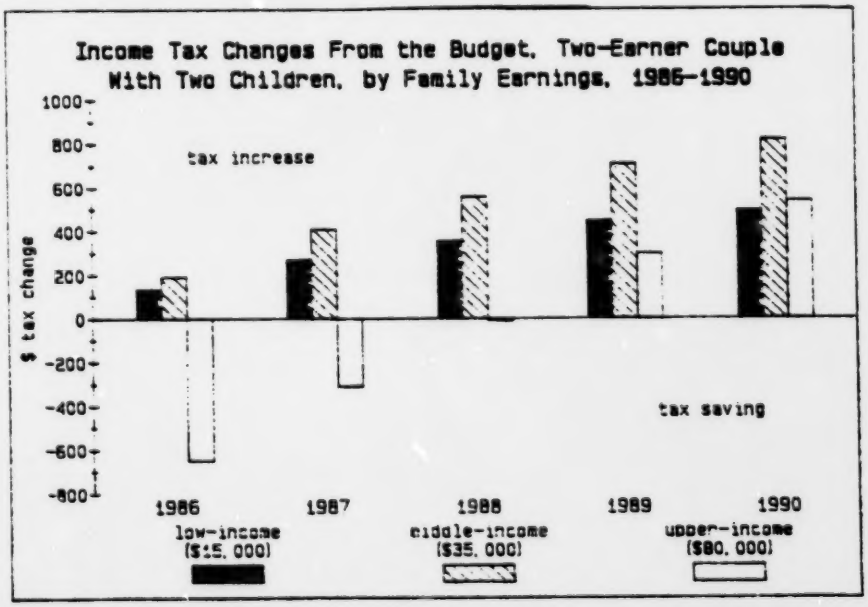
TABLE 14



Source: Giving and Taking: The May 1985 Budget and the Poor
National Council of Welfare, Ottawa July 1985

In addition, daycare received no attention in the budget despite statements made in the November 1984 federal Throne Speech on the urgency of the child care problem. That speech stated:

> "The need for accessible and affordable child care has in recent years come to the forefront of the social agenda facing Canada. In an effort to reach a national consensus on options in this area, you will be asked to establish a parliamentary task force on the future of child care in Canada."

With social spending being cut back, the results of any task force on child care lose credibility since changes are ruled out in advance by fiscal restraint.

The cuts proposed in transfer payments to the provinces - $2 billion by 1990-1991 - are also of concern when it comes to working towards economic equality for women. Since women and their children are the majority of consumers of public social spending, it follows that they stand to lose the most through these cuts.

The federal Speech from the Throne in November 1984 also referred to equal pay for work of equal value as "one of the keys to the achievement of economic equality for women". Lack of action in this area combined with weak federal contract compliance measures and no additional assistance for the Human Rights Commission, which already lacks the resources to enforce affirmative action programs and equal pay legislation, are cause for major concern.

Much is made of the importance of sharing the costs and benefits of the economy equally and fairly; but when all of the evidence is carefully considered, it becomes clear that women are bearing more than their share of the costs, and receiving less than their share of the benefits. As the major player in Canadian economic policy-making, the federal government has a major responsibility for rectifying this situation.

THE COSTS OF INEQUALITY

Measures promoting economic equality for women will require budgetary resources. However, critics of these measures tend to focus only on the short-term costs of such policies, and not on the long-term direct and indirect benefits of the investment. An even more crucial aspect is also overlooked: the costs of inequality.

Since they are disproportionately represented among the poor, women are a major consumer group of public assistance programs, representing costs that amount to millions of dollars annually. One economist estimates that close to one billion dollars a year is spent to support Canadian female single parents and their children.[9] Not only is this massive expenditure inadequate to raise their incomes above the poverty level, but it is being spent on a system that allows only the slimmest possibility of breaking the cycle of generational welfare dependency. New flexibility in Canada Assistance Plan guidelines that allow some gains to be made from employment while receiving assistance are a start, but only begin to address the problem.

Compare the annual one billion dollar price tag for support of single parent families with the estimates of what a quality child care and family support services system would cost Canada -- 500 million dollars spread over a 10 year time period.[10]

A federal-provincial cost shared day care program such as the one proposed by Manitoba would enable thousands of women to enter the paid labour force, would create thousands of jobs directly and indirectly, and would stimulate a whole service industry. Hardly a poor investment, or a risky one, considering that adequate child care has been identified over and over again as crucial to women's participation in the labour force.

Job creation and training are two other policy areas that appear expensive unless they are compared to the massive expenditures of unemployment insurance and welfare payments to unemployed workers who have "exhausted" their UI benefits. The comparison can be made again: a bare minimum maintenance program, or a long-term investment with multiplier effects as people upgrade their skills and acquire better jobs and incomes. Unless a deliberate investment is made in assisting women to expand into a broader range of occupations, and to retrain when their jobs are made redundant by technology, social maintenance costs will continue to rise, and crucial opportunities will be lost for the increased productivity of an efficient, well-trained labour force and a larger tax base.

Equal pay for work of equal value legislation has been steadily resisted by traditional economic analysts as being too costly, and as potentially disastrous for the "market system".

Actual experience has shown that the cost of implementing such policy runs at about 4% of the average payroll, usually spread over a period of several years. In fact, the claim that the Canadian economy cannot absorb the costs of economic equality for women is tantamount to admitting that the economic inequality of women is directly subsidizing the Canadian economy.

This is exactly the claim made by a growing number of researchers who are investigating the links between the unpaid domestic economy and the "traditional" economy, when goods and services are exchanged for monetary gain.

Studies on the value of unpaid domestic labour and its relationship to the market economy are far from a new phenomenon, and include a wide variety of philosophical and methodological approaches. The common factor, however, is the realization that a substantial portion of national economic activity is ignored because it is work that is unpaid; yet it is work that is absolutely vital to the functioning of the "paid" economy.

In 1975 J. K. Galbraith estimated that if housework were included in the GNP, homemakers would be the largest group in the labour force.[11] He said that homemakers, by providing necessary support services for the current generation of workers, and by raising the next generation, make possible an infinitely increasing consumption of goods and services.

Yet by mainstream socioeconomic standards, this area of economic activity is not even considered as "real" work, largely because it is not paid.

The issue of the economic dependence of the homemaker is not a new one, but the consequences of this situation have become particularly acute in the last two decades. The escalating divorce rate has given grim truth to the saying that "every married woman is one man away from welfare". This is true not only for women who have not worked in the paid labour force, but also for women who have been working, and then find themselves supporting a family alone as a result of death, separation, or divorce. The fact that four in ten families headed by women are poor is proof of the economic vulnerability of many married women.[12]

Women subsidize the Canadian economy by underpaid labour as well as by unpaid labour. Women are the majority of part-time workers, and part-time work is commonly acknowledged as "cheaper" than employing full-time workers. Women form an important reserve pool of labour that is utilized in times of economic expansion. In times of restraint, women are more likely to become discouraged and simply leave the "active" labour force, thus making their unemployment less obvious.[13]

The suggestion has been made that women may be partially subsidizing economic recovery in this way.[14] We cannot assume that these women do not "need" to work. The evidence is clear that most women, like most men, work out of economic necessity.

Another area where the work of women has been undervalued and underpaid is in family-run small businesses and family farms. Women often subsidize these operations by paid "outside" work as well as unpaid "inside" work. Yet unless they are formal legal partners in the enterprise, and have carefully documented all monetary and non-monetary contributions, they may have a difficult time claiming a fair share of assets should the marriage break down.

It is true that redressing the economic injustice that women experience will be costly. However, too little attention is given to the other side of the ledger -- the costs of <u>not</u> righting the imbalance. Even preliminary investigations indicate that promoting equality has significant long-term investment benefits, not only in terms of dollar figures, but in terms of our self-image and self-worth as Canadians.

Manitoba's Record

Demographic descriptions of women in Manitoba are fairly similar to national data. In 1984, 55% of Manitoba women were in the paid labour force; many of these were women with young children. Women are 43% of Manitoba workers and work in roughly the same few occupational categories. Female single parents as a group are poorer than male single parents or two parent families; women are overrepresented among people on low incomes. (Tables 15,16, and 17)

TABLE 15

WOMEN AS A PERCENTAGE OF TOTAL LABOUR FORCE

Manitoba, Selected Years, 1966-1983

Year	Percentage (%)
1966	33.0
1971	35.8
1976	38.1
1981	41.4
1983	42.9

Sources: 1) 1966-1971: Manitoba Department of Labour, Women's Bureau, Women in the Manitoba Labour Market Winnipeg, December 1981

2) 1976-1983: Statistics Canada, Historical Labour Force Statistics, (Cat. No. 71-201) Ottawa, 1984

TABLE 16

FEMALE LABOUR FORCE BY OCCUPATION

Manitoba, 1971 and 1981

Occupation	1971 Women	1971 Women/Total Women's Labour Force	1981 Women	1981 Women/Total Women's Labour Force
	(000's)	(%)	(000's)	(%)
Managerial, Admin	2,800	1.9	7,755	3.7
Natural Science	775	0.5	1,840	0.9
Social Science	1,410	1.0	5,055	2.4
Religion	210	0.1	270	0.1
Teaching	9,715	6.7	12,155	5.9
Medicine/Health	12,560	8.6	20,130	9.7
Art/Literary	1,010	0.7	2,320	1.1
Clerical	44,235	30.3	68,520	33.0
Sales	12,170	8.3	19,745	9.5
Service	23,965	16.4	36,075	17.4
Farming	10,265	7.0	7.265	3.5
Fishing	---	---	50	---
Forestry	25	---	110	---
Mining	25	---	110	---
Processing	1,780	1.2	2,620	1.3
Machining	235	0.2	510	0.2
Product Fabricators	6,915	4.7	9,635	4.6
Construction	270	0.2	600	0.3
Transport Equip. Operating	375	0.3	1,225	0.6
Materials Handling	1,610	1.1	1,855	0.9
Other Crafts	765	0.5	1,430	0.7
Occupations, NEC	740	0.5	1,245	0.6
Occupations, NS	14,015	9.6	7,035	3.4
All Occupations	145,895	100.0	207,545	100.0

Note: Lines may not add up due to rounding error

Source: Calculated from 1981 Census of Canada,
Population: Labour Force - Occupation Trends,
(Cat. No. 92-920) Vol. 1, National Series.

TABLE 17

PERCENTAGE DISTRIBUTION OF FEMALE LABOUR FORCE

By Industry, Manitoba - Selected Years

1925 - 1983

Industry	1975 %	1979 %	1981 %	1983 %
Agriculture	3.8	5.3	4.9	4.6
Other Primary Industries	---	---	---	---
Manufacturing	12.6	10.1	11.3	9.2
Construction	---	---	---	---
Transportation, Communication	5.0	5.3	4.9	4.6
Trade	20.8	19.6	18.2	18.8
Finance, Insurance,Real Estate	6.9	6.9	7.4	6.9
Service	43.4	44.4	43.8	46.8
Public Administration	5.0	6.4	7.4	7.3
TOTAL	100.0	100.0	100.0	100.0

Note: Lines may not add up due to rounding error.

Source: Calculated from Statistics Canada,
Labour Force Annual Averages, 1975-1983, (Cat. No. 71-529)
Ottawa, 1984

The economic inequality of women is a nation-wide problem and Manitoba experiences the same economic trends and consequences that other provinces experience.

A major difference exists, however, in the way in which Manitoba deals with this problem.

Manitoba continues to provide leadership in demonstrating how the economic concerns of women can be addressed, even in times of recession and fiscal restraint. Nor have these efforts hurt Manitoba economically. The unemployment rate in Manitoba is currently the lowest in Canada. Recent figures indicate that Manitoba's family poverty rate did not increase significantly even during the worst of the recession. (Table 18)

TABLE 18

FAMILY POVERTY, BY PROVINCE, 1981 and 1984

Province	1981		1984		Percentage Increase 1981/1984	
	Rate(%)	Number	Rate(%)	Number	Rate(%)	Number(%)
Newfoundland	17.4	23,000	23.0	32,200	32.2	40.0
Prince Edward Island	15.0	4,600	12.4	4,000	-17.3	-13.0
Nova Scotia	15.4	32,300	16.0	35,200	3.9	9.0
New Brunswick	17.6	31.500	18.9	34,200	7.4	8.6
Quebec	14.8	253,400	17.2	312,200	16.2	23.2
Ontario	9.9	229,600	11.8	286.000	19.2	24.6
Manitoba	14.5	38,400	14.6	40,300	0.7	4.9
Saskatchewan	14.9	36,900	17.0	43,300	14.1	17.3
Alberta	8.3	49,200	16.3	100,700	96.4	104.7
British Columbia	9.4	69,120	15.5	119,800	64.9	73.3
Canada	12.0	768,000	15.0	1,007,000	25.0	31.1

Source: Poverty Profile 1985 National Council of Welfare
Ottawa, October, 1985.

Public policy in Manitoba recognizes the special and varying needs of women across a wide spectrum of issues.

1. Child Care

Since assuming office in 1981, the Manitoba government has acted on many fronts to improve the quantity, quality and accessibility of child care in the province. The child care budget has more than doubled to over $21 million, a substantial figure given Manitoba's population base of just over one million. This substantial growth in funding has made it possible to:

a. provide maintenance grants to day cares
b. increase fee subsidies
c. increase the number of funded spaces by 48% and the number of child care centres by 52%.

In October of 1983, the Community Child Day Care Standards Act was enacted. It established standards for staff qualifications, program quality, and physical facilities. The Act was developed in close consultation with the child care community and parents.

A specially designed Child Care Workers Training Program, unique to Manitoba, is helping child care workers to upgrade their skills without having to give up their jobs to return to school. A Jobs Fund grant of almost $2 million will pay for the workers' training and also cover the cost of hiring replacement staff so that child care worker ratios are maintained during staff training periods. As of January 1, 1986, a $1300 salary enhancement grant will be available for each trained day care worker in Manitoba. While Manitoba is now the leading jurisdiction in the provision of child care, the government is concerned about national standards for quality, access and funding. As a result, the Minister of Community Services has proposed a working model of a National Day Care and Family Support Services Act to the federal government. To date, no federal action has been taken on this realistic and progressive proposal.

2. Pay Equity

Manitoba has introduced pay equity throughout its public sector, with a framework in effective legislation, firm timetables for negotiation and implementation, and a commitment of funding. Manitoba's Pay Equity legislation sets forth a process for job evaluation and wage adjustments. It is expected that women occupying lower-paid occupational levels, such as clerical positions, will particularly benefit from the measure.

As of October 1, 1985, the program applies to government departments and Crown Corporations, and will apply to government funded agencies such as health care facilities and universities beginning October 1, 1986.

A Pay Equity Bureau provides information and assistance to both the public and private sectors regarding implementation.

3. Education and Training

In April 1984, the Manitoba government announced major redirection and development of the post-secondary, adult and continuing education systems in the province. This new long-term training strategy, which is now in the initial stages of implementation, should provide particular benefits for women in the home with children, women with part-time jobs and women in rural and northern areas of the province.

The Department of Education has also developed the Integrated Pro-Active Student Support Services. The program provides services designed to increase participation in, and completion of, post-secondary education by groups which traditionally have poor participation and completion rates. The priority groups are single parents, mature students, Metis and non-status Indians, adult basic education students, and persons out of school for three or more years. The services include pre-admission support and diagnostic services, such as counselling, child care, tuition, text books and supplies.

Community Colleges are helping women re-enter the work force through a series of part-time training opportunities. Skills upgrading and career exploration such as pre-trades training for women are available, as well as programs geared especially to women (i.e. introduction to electronics and computer literacy).

Of particular imporatance to women requiring training at community colleges is the development of an individualized, competency-based learning system which provides for modularization of curriculum, emphasis on generic skills training and accreditation for non-formal training programs and experiential learning. To be fully implemented by 1990, this system will be computer-supported and will involve a provincial distance learning network, meaning that learners can be trained on a full or part-time basis, on or off campus.

4. Affirmative Action

In 1983, the government signed a statement with the Manitoba Government Employees Association to jointly develop and implement affirmative action in the Manitoba Civil Service. A provincial Affirmative Action Coordinator was hired. Departmental affirmative action committees and coordinators are now in place, training seminars are being held and guidelines are being established.

The government is also extending its commitment to affirmative action to one of its major economic initiatives, the Limestone Hydro Development Project. Manitoba Hydro, through the Limestone Training and Employment Agency, is committed to special efforts to recruit female candidates for the training program.

A 50% female participation rate is the goal over the long term, for all occupational categories and permanent positions at Hydro. A coordinator of female outreach recruitment has been hired for the Thompson Development Office to work towards attaining the 50% goal.

Manitoba Hydro also recently announced a scholarship program encouraging women and persons of native ancestry to enter studies in engineering and the technologies.

Affirmative action requirements are incorporated into both the negotiated contractual agreement and the implementation and monitoring aspects of development agreements signed with companies being retained in or attracted to Manitoba. Canada Manitoba Development Corporation representatives to ensure that affirmative action plans are in place in each participating company.

5. Pensions

In 1983, the Manitoba government amended the Pension Benefits Act, substantially improving the minimum standards governing employment pension plans in the province. Since two-thirds of all women over the age of 65 live below the poverty line, changes to pension plans are significant for their impact on women, both as contributors and as spouses of contributors.

These reforms provide improved portability arrangements and a reduced vesting period both of which benefit women as they tend to leave and re-enter the work force more frequently due to family responsibilities. Splitting of pension credits upon marriage breakdown and survivor benefits protect dependent spouses, primarily women, from reductions in income due to divorce or the death of a contributing spouse. Additionally, pension provisions were extended to many part-time workers, most of whom are women. Manitoba continues to lead the rest of Canada in terms of progressive policy in this area.

6. Wife Abuse and Family Violence

In February 1983, Manitoba was the first province to request all police forces in the province to institute criminal proceedings in all cases of spousal assault.

Since then, Manitoba has developed a regionally planned and coordinated delivery system which emphasizes community-based groups and is integrated with the existing network of local services. The government also funds the Manitoba Committee on Wife Abuse, a non-profit, community based organization whose mandate includes public education and service provisions.

Other government initiatives in this area include:

- a province-wide, toll-free crisis line
- funding for four shelters in Winnipeg, Brandon, The Pas and Thompson
- a system of approximately 50 safe homes throughout the province
- a multi-media ad campaign to raise public awareness and to inform abused women where help is available
- support for the development of special counselling services for batterers
- facilitating the development of a hospital protocol for assisting battered women.

New funding and programs to address the issue of family violence were introduced recently by the Manitoba government. The new programs include the hiring of two staff training coordinators one of whom will be Native. The coordinators will develop, coordinate and operate training programs on sexual abuse of children for community organizations, child and family service agencies and staff of Manitoba Community Services. Two specialists are also being hired to work on child abuse cases throughout the six regional Winnipeg child and family services agencies. These specialists will provide long-term therapy and will also deal with abuse by non-family offenders.

A Wife Abuse Unit in the victim services program of the City of Winnipeg police department was also established, and support was increased for regional crisis reponse services throughout the province.

7. Enforcement of Maintenance Orders

The Manitoba Maintenance Enforcement Program, considered to be the only complete enforcement program in Canada, features:

a. computerized monitoring of all payments of maintenance;
b. automatic enforcement upon default;
c. provision of Crown Counsel at hearings.

The successful implementation of this system has resulted in a payment compliance rate of 85%, as compared to 15% in 1979. These Manitoba figures contrast dramatically with the 75% of maintenance orders across Canada that remain in arrears.

8. Manitoba Jobs Fund

The Jobs Fund was established in February 1983 as the first phase of the Province's long-range economic recovery and development strategy. Its efforts were directed toward immediate job creation and general stimulation of the provincial economy, particularly the construction industry which was hard hit by the recession and which produces significant spin-off activities when stimulated. The second year of the Jobs Fund has been marked by increased opportunities for women in non-traditional occupations, re-training and upgrading programs, and entrepreneurial assistance plans.

Wage assistance programs provide temporary and permanent job opportunities to nearly equal proportions of men and women in a wide variety of fields. In addition, a number of Jobs Fund initiatives have had a particular impact on women. Many day care facilities are being built, renovated, or expanded through Jobs Fund Programs such as the Manitoba Community Assets Program. Wage assistance programs provide many opportunities for child care workers to become employed, and for child care centres to expand their programmes.

The newly announced Workplace Innovation Centre will assist employees and employers in working through technological change and is of particular interest to women, given its potential to help Manitoba women working in clerical or manual jobs.

9. Pre-Employment Support

The Human Resource Opportunity Program assists individuals who experience continued difficulty in finding and maintaining employment to re-enter the work force. Specific attention is given to persons receiving, or likely to receive, social assistance, and assistance to women is a priority. During 1984, 72% of the people assisted by the program were women.

The Manitoba government is also presently exploring an employment re-entry program for homemakers. This initiative would tend to provide women entering and/or re-entering the paid labour force with work experience, training, counselling and other necessary support services.

10. Home Economics Program

One of the provincial government's major areas of service to rural women is through the Home Economics Program. Manitoba Health coordinates the home economic service. It is responsible for the direction and quality of home economic programs offered by 17 field home economists in Manitoba Agriculture. This staff develops, implements and evaluates education programs in nutrition, family resource management and basic living skills. The major target groups are farm families, young families, the elderly and persons of low socioeconomic status. Help is given to persons requiring crisis intervention, nutritional and financial counselling.

It is anticipated that single parent families, adolescent parents and the elderly, many of whome face financial and nutritional crises, will also be assisted by the programs.

11. Charter of Rights

When the Constitution was signed in 1982, the implementation of Section 15 was delayed 3 years in order to give government time to review and amend their laws to comply with the requirements. Section 15 specifically prohibits discrimination based on sex, race, religion, age, national or ethnic origin, or mental or physical ability. Manitoba has undertaken a series of measures over the last three years in order to comply with Section 15, and has funded a comprehensive review of all Manitoba laws for any discriminatory impact on women.

12. Pornography

The government's concern about the proliferation of increasingly violent and degrading pornography has prompted action on several fronts. The Department of the Attorney-General has adopted a tougher policy on enforcement of obscenity laws. This has resulted in a marked increase in the number of charges and convictions. In 1984, 122 charges were laid, as compared to 10 charges in 1982. In appropriate cases, particularly where the material uses brutality, violence and degradation, the Attorney-General has directed Crown Attornies to proceed by way of indictment rather than by summary conviction.

Legislation was passed during the last session to establish mandatory classification of home-use video materials. This action was in response to concerns raised by members of the public. As a result of this initiative, Manitobans can make informed choices about video tapes they bring into their own homes.

In addition, in October of 1984, the responsibilities of the Manitoba Film Classification Board were extended to include publicly exhibited video tapes. The definition of public exhibition includes venues such as bars, hotels and video rental shops.

13. First Ministers Conference

In addition to the above policy areas, Manitoba is providing leadership in ensuring the economic concerns of women receive the attention of First Ministers. By tabling the "Policy Principles for Ensuring Women's Economic Equality" at the February 1985 Regina First Ministers Conference (Appendix A), Manitoba began a process whereby Canada's senior governments are attempting to reach a consensus on a framework for pursuing economic equality for women. That process resulted in agreement by Status of Women Ministers at an October 17, 1985 meeting on a statement of economic equality for women, which will hopefully be endorsed by First Ministers at their Halifax Conference on the Economy (Appendix B). While the statement is not as strongly worded as the Principles that Manitoba first proposed, Manitoba recognizes that Status of Women Ministers throughout Canada reflect a broad spectrum with respect to the political will to deal with the economic concerns of women. Thus consensus on a set of equality principles is elusive.

While it is significant that women's economic issues are being discussed at the First Ministers' level, national leadership is necessary if a concerted and coordinated national effort is to be undertaken. Manitoba will continue to participate in the consensus-seeking approach. However, Manitoba will not abandon its progressive policies for the sake of consensus with jurisdictions less willing to address the problem of economic inequality between women and men.

FUTURE DIRECTIONS

The general picture of the situation of women in the Canadian economy is quite clear. Crucial pieces of that picture still need to be provided, but enough information is available to demonstrate that women suffer serious economic inequities and disadvantages that must be addressed. The existing gaps in data do not justify inaction; the need for action is urgent.

As a result of the just-ended UN Decade for Women, no country in the world will be able to claim that it is ignorant of the facts and consequences of gender discrimination.

A major accomplishment of the recent global conference of women in Nairobi has been the Forward Looking Strategies document which outlines the necessary strategies to improve the status of women in many crucial areas. As a member of the UN and as signatory to the UN Convention to End All Forms of Discrimination Against Women, Canada has a moral imperative to take a leadership role in bringing women's issues to international forums.

Women's economic issues require cooperative and far-sighted planning between federal and provincial governments. There are very specific policy initiatives which, if acted upon, would make a substantial difference to the long-term economic well-being of millions of Canadian women and families.

1) Jobs and Training

Long-term investment in job creation, training and re-training is necessary if Canada is to meet the challenges imposed by a changing economy and the structures of employment and unemployment. More resources are needed in these program areas, not cutbacks, and women must have equal opportunities to participate, not only in terms of numbers, but in terms of the chance to move out of dead-end, low-paying jobs, or continued dependence on social assistance.

2) Child Care

The national crisis in day care must be resolved. This is one area where the needs are clearly documented and demonstrated, drawing into question the need for further study. Funding structures for this essential service must be removed from CAP, and serious discussions begun for a national, universally accessible, cost-shared system such as the one proposed by Manitoba. (Appendic C)

3) Pay Equity

Pay Equity legislation represents an effort to recognize the full value of women's work in the Canadian economy, and is therefore central to achieving economic and labour force equality. The public service sector is a major employer of women in Canada, and effective pay equity legislation represents a concrete, significant benefit to many women. Successful implementation of pay equity policy will demonstrate to the private sector that the costs involved are very manageable, and make long-term economic sense.

4) Tax Reform

The tax system must be made progressive, equitable, and fair to all Canadians. The piecemeal approach of minor tax changes has not redressed basic inequities, and in some cases has contributed to them.

The cuts to family benefits and transfer payments proposed in the 1985 federal budget will have a heavy negative impact on the poor - most of whom are women and children. (Appendix D, "Notes for a submission to the House of Common's Committee on Bill C-70")

5) Wife Abuse

Economic inequality and resulting economic dependence are the major factors in the inability of many Canadian women to leave abusive situation. An accessible alternative to an abusive situation must exist before abused women can become economically self-sufficient. Support for crisis shelters and services to these women and their children are crucial and require immediate action rather than further study.

6) Data Gathering

There are areas in which more information is needed in order to distinguish the different impacts of policy on men and women. National data gathering systems must be sensitized to the differential impact of economic policy according to gender. More detailed information is needed on the effects of microtechnology, underemployment, the role of unpaid domestic work in maintaining the economy, the structures of part-time employment, and structural changes in employment and unemployment as they affect women.

7) National Agenda Priorities

The economic well-being of half of Canada's population must be addressed seriously on a national agenda. Mere mention of the existence of women's economic concerns is not enough; consensus on policy principles and commitments to concrete action are necessary.

Canada cannot afford to continue to ignore the consequences of basic inequities that exist in the Canadian society and economy. The results of past and present imbalances are all too obvious, and are already imposing a serious strain on traditional policy methods of dealing with poverty and misfortune.

The government of Manitoba believes that the present situation can be improved significantly, given the political will and a commitment to adequate resources and effective policy action.

FMC Paper

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5. Armstrong & Armstrong, Women and the Economic Crisis: The Canadian Case paper submitted by the Government of Canada, ECE seminar, Vienna, October 1984 page 3

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8. Canada's Lone Parent Families Statistics Canada, Catalogue 99-933, May 1984

9. Townson, Monica "Women's Equality" page 15

10. Government of Manitoba, estimates from the proposal for a Naitonal Day Care Act

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APPENDIX A

Federal-Provincial

Memorandum of Agreement

Concerning Policy Principles for

Ensuring Economic Equality
for Women

Protocole d'entente

fédéral-provincial

sur les Principes d'orientation politique

en vue d'assurer l'égalité économique des femmes

Fourth Annual Federal-Provincial Territorial

Conference of Ministers responsible for the Status of Women

4e Conférence annuelle fédérale-provinciale-territoriale

des ministres responsables de la condition féminine

Winnipeg, Manitoba

June 5-7, 1985

Winnipeg (Manitoba)

du 5 au 7 juin 1985

MEMORANDUM OF AGREEMENT
PROTOCOLE D'ENTENTE

We, Canada's Ministers responsible for the Status of Women, are committed to the goal of full and equal participation of women in the Canadian economy.

As an historic first step towards the achievement of this goal, we, the Ministers responsible for the Status of Women, at our Fourth Annual Conference held in Winnipeg are committed to the following set of:

Nous, les ministres du Canada chargés de la condition féminine, préconisons la participation à part entère des femmes à l'économie canadienne.

Dans une première démarche historique vers la réalisation de ce but, nous, les ministres chargés de la condition féminine, lors de notre 4e Conférence annuelle tenue à Winnipeg, nous engageons à appuyer les principes suivants:

Policy Principles For Ensuring Economic Equality For Women

(1) A co-ordinated national effort and commitment is required to achieve economic equality for women.

(2) Economic equality for women is beneficial to Canada, as well as to women.

(3) Women's issues are economic issues.

(4) Economic decisions must take into consideration impact on women.

(5) Gender disparity should be approached in the same manner as regional disparity.

(6) Costs and benefits of economic development must be distributed fairly.

(7) Government has a responsibility and a clear mandate from the conclusions of the federal government's Abella Report to intervene to ensure women's economic equality.

Principes d'orientation politique en vue d'assurer l'égalité économique des femmes

(1) Il faut qu'un engagement soit pris et que des efforts coordonnés soient faits à l'échelle nationale pour réaliser l'égalité économique des femmes.

(2) L'égalité économique des femmes est bénéfique au Canada ainsi qu'aux femmes.

(3) Les questions portant sur les femmes sont des questions économiques.

(4) Les décisions prises au sujet de l'économie doivent tenir compte des retombées éventuelles sur les femmes.

(5) La disparité sexuelle devrait être abordée de la même façon que la disparité régionale.

(6) Les coûts et les bénéfices du développement économique doivent être distribués de manière équitable.

(7) Selon les conclusions du rapport Abella du gouvernement fédéral, le gouvernement a la responsabilité et le mandat bien déterminé d'intervenir pour assurer l'égalité économique des femmes.

We agree that these principles provide a framework for strengthened federal-provincial cooperation in removing barriers that prevent full and equal participation of women in the economy.

Nous convenons que ces principes constituent une structure à l'intérieur de laquelle peuvent mieux collaborer les gouvernements fédéral et provinciaux afin de supprimer les obstacles qui entravent la participation à part entière des femmes à l'économie.

We futher agree to recommend them to our First Ministers and Governments for consideration at the November 1985 First Ministers' Conference in Halifax.

De plus, nous sommes convenus de recommander ces principes à nos Premiers ministres et à nos gouvernments afin qu'ils les étudient au cours de la conférence des Premiers ministres qui aura lieu en novembre 1985 à Halifax.

Signed at Winnipeg, Manitoba

June 7, 1985

Canada

Ontario

Prince Edward Island

Quebec

Saskatchewan

Nova Scotia

Alberta

New Brunswick

Newfoundland

Manitoba

Northwest Territories

British Columbia

Yukon

APPENDIX B

RESOLUTION ON ECONOMIC EQUALITY FOR WOMEN

"We, Canada's Ministers responsible for the Status of Women reaffirm the commitment of our governments to the implementation of the U.N. Convention on the Elimination of All Forms of Discrimination Against Women.

We further endorse the specific goal of full and equal participation of women in the Canadian economy by affirming that:

1. Women's issues are primarily economic issues
2. Economic equality for women is beneficial to women, and to Canada, the provinces and territories.
3. Economic decisions should take into consideration impacts on women as well as men.
4. Governments, in developing strategies for ensuring economic equality for women, should consult with the broader public sector, and, as necessary with the private sector.

Recognizing that concerted action is required to fulfill the responsibility of governments to ensure women's economic equality, we, as Ministers responsible for the Status of Women, commit our governments to the achievement of the goal of economic equality for the women of Canada."

APPENDIX C

TOWARDS A NATIONAL DAY CARE PROGRAM

THE CANADA DAY CARE AND FAMILY SUPPORT SERVICES ACT

WORKING DRAFT

GOVERNMENT OF MANITOBA

MURIEL SMITH

MINISTER OF COMMUNITY SERVICES

NOVEMBER 1984

THE CANADA DAY CARE AND FAMILY SUPPORT SERVICES ACT

1. GENERAL PRINCIPLES

WHEREAS the Parliament of Canada acknowledges that families are the essential component in the social fabric of Canadian society;

AND WHEREAS many Canadian parents require community services to assist in maintaining and strengthenng their families;

AND WHEREAS Canadian parents of young children are increasingly exercising the opportunity to continue their employment or education while their children are young;

AND WHEREAS day care has become an important support service for Canadian families to assist parents in providing for the well-being, health, and developmental needs of their young children;

AND WHEREAS many Canadian families also require support services to ensure that their children have equal access to developmental opportunities both within and outside of the family unit;

AND WHEREAS the Parliament of Canada wishes to encourage provinces to develop sufficient, high quality day care and family services;

Now, therefore, Her Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts an Act relating to contributions by Canada in respect of day care and family support services provided under provincial statutes, as follows:

2. DEFINITIONS

"Day care" means any service provided by a provincial government, municipal government, or authorized agency, such as a parent co-operative or non-profit community group, as specified in this Act and regulation which provides care and supervision for children apart from their parents, but does not include education, child welfare, or health care services provided under provincial law.

"Family support service" means any service which is provided by a provincial government, municipal government, or authorized agency as specified in this Act and regulations, to families with children with the intent of supporting the ability of families to provide for the developmental and social needs of their children, and may include respite care, nursery schools, parent support

... 2

groups, home visitors and homemakers, toy lending services, or other similar services, but not including education, child welfare, or health care services as provided for under provincial law.

3. **PURPOSE OF THE ACT**

The purpose of this Act is to encourage the development of day care and family support services and to establish the criteria and conditions that must be met before contributions from Canada may be made in respect of day care services and family support services provided under provincial law. The Governor in Council has the authority to enter into specific cost sharing agreements with provinces under the terms and criteria specified in this Act.

4. **PROGRAM CRITERIA**

In order for a province to qualify for Federal cost-sharing of a day care service or a family support service provided under provincial law, the service must satisfy the following criteria:

a) Public Administration: Day care services and family support services must be administered and operated on a non-profit basis by the provincial government, by a municipal government, or an authorized agency in a manner consistent with the principles established in section 1 of this Act.

b) Program Quality: Minimum standards for the licensing of any day care services or family support service must be established by the provincial government in statute or regulation which are consistent with the current research and knowledge of the most reasonable and appropriate level of services for children; and where applicable to the services provided, including standards for the minimum number of staff, the qualifications of those staff, and the maximum group sizes for children in child care, and which meet or exceed the minimum standards specified in the regulations of this Act.

c) Accessibility: Each province must establish a plan for the reasonable provision of day care services to the residents of the province which within 10 years is equal to at least 50% of the children of parents who are out of the home for education, employment, medical or rehabilitative needs, and which also provides for family support services with reasonable accessibility for any family requesting these services.

d) Limits on User Fees: Each province must limit the amount of per diem fee charged to users of day care or family support services to a maximum of one and a half times the average hourly industrial wage in that province, and make provision for the subsidization of this fee on behalf of families with low incomes so that there will be no fee for any family with less than one-half the average industrial wage as established in the regulations under this Act.

e) Appeals: The province must establish and maintain an effective procedure for appeals from decisions of provincially authorized agencies by persons directly affected by these decisions with respect to the granting or providing for day care or family support services, subsidies or the quality of these services.

f) Residence: The province must not require a period of residence in the province as a condition of eligibility for day care or family support services.

5. CASH CONTRIBUTIONS FROM CANADA

Provinces which establish and adminster services which are within the criteria outlined in section 4 will be reimbursed the greater of:

a) 50% of provincial or municipal expenditures for all day care or family support services which meet the criteria in section 4; OR

b) a ratio of the per capita national product divided by the per capita provincial product, as determined by the Minister of Health & Welfare, times 50% of provincial or municipal expenditures for all day care and family support services which meet the criteria in section 4, but in no case exceeding 90%.

6. CANADA DAY CARE RESOURCES DEVELOPMENT FUND

A Canada day care resources development fund is hereby established. A total of $20 per capita is allocated by the fund in each province for capital costs of developing, renovating or otherwise ensuring the availability of high quality, accessible day care facilities. The fund is to be used over the ten year period following proclamation of this Act.

7. **CANADA DAY CARE AND FAMILY SERVICES RESEARCH AND EVALUATION FUNDS**

A Canada day care and family services research and evaluation fund is hereby established. A total of $2 per capita in each province is allocated by the fund for research and evaluation of day care and family services and related areas. The fund is to be used over the ten year period following proclamation of this Act.

8. **ADVISORY COUNCILS**

There shall be a National Advisory Council and provincial advisory councils which shall provide advice to ministers on general issues affecting day care and family support services, including standards, professional issues, funding, and such other issues that may from time to time arise.

9. **CONDITIONS FOR CONTRIBUTIONS**

To receive the contributions authorized by this Act, the government of a province must provide the Government of Canada with such information as it may reasonably request, and must give appropriate recognition to the contributions made by Canada to the services administered by the province.

10. **FEDERAL-PROVINCIAL REVIEW**

During the third calendar year following the proclamation of this Act, the Act shall be reviewed jointly by the Government of Canada and the governments of the provinces which are receiving contributions pursuant to section 5.

11. **REPEAL**

Sections of the Canada Assistance Plan which now permit the limited cost sharing of day care and family support services are repealed upon the proclamation of this Act.

12. **EFFECTIVE DATE**

This Act shall take effect January 1, 1986.

Manitoba

Information Services

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Winnipeg, Manitoba, CANADA
R3C 0V8

News Service

Date: November 7, 1984

CANADA DAY CARE ACT
PROPOSED BY SMITH
- - -
Model Legislation
Submitted to Ottawa

A model Canada Day Care and Family Support Services Act which could be the basis of a national program of quality, accessible child care has been proposed to the federal government for implementation as early as January 1, 1986, Manitoba Community Services Minister Muriel Smith has announced.

The province has made the proposal to National Health and Welfare Minister Jake Epp in response to the announcement by the federal government in Monday's Throne Speech of a Parliamentary Task Force to review child care issues and options.

"Day care is an important economic and social support for Canadian families," Mrs. Smith said. "It is an essential service for the long-term well-being of children and families.

"We believe the proposed legislation is a sound approach for the development of high quality, accessible day care within ten years to at least 50 per cent of Canadian children."

The proposed Act calls for:

1. Criteria for federal cost-sharing -- To be eligible for federal cost sharing provincial services would:

. Be administered on a non-profit basis preferably by community-based parent organizations.

. Meet appropriate federal minimum standards which provide for a reasonable level of accessibility and high quality of care.

. Provide a limit on the cost which users pay. Additional costs would be met by direct government grants to the service agencies.

The Act proposes that the federal government cost-share day care expenses on a 50-50 basis, but with added sharing for those provinces whose average economic output is less than the national average.

-more-

Manitoba Youth
Moving Ahead
International
Youth Year 1985

2. Establishment of a Canada Day Care Resources Development Fund -- $50 million would be allocated annually for ten years to fund the capital costs of developing or renovating facilities for day care.

3. Canada Day Care and Family Services Research and Evaluation Fund -- $5 million would be provided annually for ten years to support research, evaluation and innovative projects related to day care and family services.

4. Advisory Councils -- Both a national and provincial advisory committees would be established to ensure effective consultation on a variety of issues including standards and funding.

The two funds would be modelled after the federal government's Health Resources Fund which operated prior to the establishment of Medicare. It was used to fund a variety of capital projects to lay the foundation for Medicare.

The minister noted that Manitoba is now able to provide day care or lunch and after school programs for only about 13 per cent of its children aged 0 to 12 years whose parents are working. This is highest among the provinces, but with increased federal cost-sharing and support for capital construction and research "Manitoba could accelerate its plan to make day care accessible to more children and families."

"The federal government has a leadership role to play in setting standards, ensuring that there are sufficient spaces and providing financial support," added Mrs. Smith.

Manitoba Community Services estimates that the federal contribution to day care under the proposed Act would increase by about 60 per cent or $69 million if it were implemented in 1984-85. With the expansion of services possible under the Act, federal support for day care and family support services would increase to about $500 million by 1994-95.

"We feel this is a reasonable amount given the very great demand and urgency for quality, accessible day care and the important benefits for children and families," said the minister.

It should be achievable in the short run with little difficulty, and over the long-term increases projected by the federal government in economic activity should permit the costs to be absorbed.

"After all," said the minister, "what is the purpose of increased economic activity if not to support improved services to enhance the well-being of Canadian families?"

"The proposed legislation should assist the Parliamentary Task Force in its review of day care issues," said the minister. Copies of the proposed Act are being sent to provincial and territorial governments, day care, child care and social service organizations across Canada.

Mrs. Smith expressed the hope that the Task Force recommendations could be ready for review by June 1985 when the Ministers Responsible for the Status of Women are to meet in Winnipeg at their annual meeting to be hosted by Manitoba's Minister Responsible for the Status of Women, Mary Beth Dolin.

"This legislation could be the basis of a quality national day care service. Manitoba is ready to work with the federal government and the provincial and territorial governments to achieve this goal," said Mrs. Smith.

-30-

APPENDIX D

CHILD AND FAMILY BENEFITS

NOTES FOR A SUBMISSION

TO

THE HOUSE OF COMMONS COMMITTEE

ON

BILL C-70

HONOURABLE M. SMITH

DEPUTY PREMIER

AND

MINISTER OF COMMUNITY SERVICES

GOVERNMENT OF MANITOBA

OTTAWA

OCTOBER 29, 1985

INTRODUCTION

The Government of Manitoba welcomes this opportunity to address the central features of Canada's support for families and children; the Child Benefits paid under Family Allowances, the Child Tax Credit and the deduction for eligible children under the income tax system.

When our Government made its presentation to the Federal-Provincial Conference of Ministers responsible for Social Services in April, 1985, we did so in a mood of anticipation that the federal government would recognize the incomplete nature of the Child and Elderly Benefits Consultation Paper then under review. We stated our concern that the focus of the federal discussion paper was much too narrow. It did not address the needs of Canada's families for better housing, day care and other services. It failed to take into account the many interactions between direct income support programs and the welter of tax deductions and transfers which threaten to undermine the progressivity and fairness of our tax system and its capacity to provide the resources needed for vital programs. This is why we emphasized that:

> "the most important element of Manitoba's approach to improving child and elderly benefits is the recognition that substantial tax reform is necessary to finance this initiative and to ensure a fair sharing of increased costs."

We went on to quote from the Final Report of the Royal Commission on Taxation, established by the Right Honourable John Diefenbaker, which stated,

> "The first and most essential purpose of taxation is to share the burden on the state fairly among all individuals and families. Unless the allocation of the burden is generally accepted as fair, the social and political fabric of a country is weakened and can be destroyed."

Regrettably, the amendments proposed in the Family Benefits legislation and those proposed in the May 23, 1985 federal Budget Address constitute a backwards step. If anything, the need for fundamental tax reform has been substantially increased, not lessened as a result of these federal decisions.

Fortunately, it's not yet too late. This Committee has an opportunity to influence the final shape at least of the Family Benefits package.

Proposed Changes to Family Benefits

Following the federal election last year, Canadian families had reason to look forward with optimism to new federal leadership committed to improving child and Family Benefits. The Prime Minister had indicated on several occasions that Family Benefits formed part of the "sacred trust," and that they would be maintained and even improved. The federal Consultation Paper issued by the Honourable Jake Epp in January, 1985 stated:

> "...that social responsibility dictates that wherever possible...scarce resources should be diverted first to those in greatest need."

and that:

> "Any savings which may result from program changes will not be applied to a reduction of the deficit."

How do the proposals now before this Committee fare on the basis of the tests and principles set out in the Consultation Paper? How do these proposals measure up against the Prime Minister's "sacred trust" commitment?

As Members of the Committee know, provinces can assess the impacts of proposed taxation changes on their citizens using records supplied by Revenue Canada. Our Province has examined the impact of the proposed changes in detail. I believe similar analyses have been undertaken by federal officials. Presumably, the results of such analyses have been provided to the Finance Minister and the Minister of Health and Welfare, but, I gather, not to this Committee.

First, let us compare the impact of the proposed changes with the current system of Family Benefits to Manitoba's families. Table 1 shows the results of this comparison.

TABLE 1 AFTER-TAX ANNUAL IMPACT OF PROPOSED CHANGES TO BENEFITS ON MANITOBA FAMILIES AS COMPARED TO THE EXISTING SYSTEM

Income Group ($)	% of Families (%)	1990 Child Benefit Package Aggregate Effect ($M)	1990 Child Benefit Package Average Effect ($)
Under 25,000	53.4	<1.4>	<18>
25,000-50,000	40.3	<9.8>	<173>
over 50,000	6.3	<0.9>	<103>
All Groups	100.0	<12.1>	<86>

(Figures in brackets indicate a reduction in benefits.)

The results are disturbing. Under the Child Benefit system proposed for 1990, Manitoba's families as a group will receive $12.1 million LESS than they would under a continuation of the present system. The average cuts facing Manitoba families will be $86. Only families who have virtually no taxable income will benefit even slightly.

Why is this the case? The answer lies in large measure in the proposal to de-index all three benefits conferred on families — the Child Tax Credit, the Family Allowances and the Child Deduction. The picture is worsened by the proposed reduction in the level at which the full Child Tax Credit is paid in 1986 and its partial de-indexation after the 1988 taxation year. I might add that in subsequent years, the losses facing families would increase even more than suggested in our analysis for 1990, with benefits under the new de-indexed system falling even further behind the benefits available under the current system.

Thus, Manitoba has three fundamental criticisms of the proposed changes now under consideration by this Committee:

- they divert over $12 million annually from Child Benefits to Manitoba families by 1990;
- they do not improve the situation facing families with children, and especially poor, moderate and middle income families; and
- they represent an attack on the fundamental principle of universality of benefits in our national income support framework, a principle the Prime Minister rightly referred to as a "sacred trust".

The chief problem, just as it was with the federal proposals to cut old age pensions, is the partial de-indexation of benefits, aggravated by the lowering of the threshold for Child Tax payments. Our Province believes firmly that there is no justification whatsoever for a package of Child Benefit changes which, in aggregate, reduce support available to families. I might add, as I did in my presentation to Social Services Ministers, that our Government is committed to dedicating any net provincial revenue gains from federal decisions in this area to improving provincial programs for families with children.

The Wider Picture — Family Benefits in the Context of Taxation Reform

Thus far, we have examined only the impacts of the Family Benefits changes as compared to the current Family Benefits system. A more comprehensive overview must include the effects of the proposed taxation changes contained in the 1985 Budget. Table 2 provides the picture for Manitoba families. There is no reason to believe that the picture would differ substantially in any other region of Canada. Committee Members may wish to request the federal Minister of Finance to provide similar tables from other provinces and territories for your deliberations.

TABLE 2 ANNUAL IMPACT OF 1985 FEDERAL BUDGET PROPOSALS ON MANITOBA FAMILIES WITH CHILDREN, 1990

Income Group ($)	% of Families (%)	Change in Average After-Tax Incomes 1990 System
under 7,500	12.3	2
7,500-15,000	15.0	<305>
15,000-25,000	26.1	<611>
25,000-50,000	40.3	<1,006>
over 50,000	6.3	92
All Groups	100.0	<604>

(Figures in brackets mean families are worse-off.)

Again, the results appear indefensible. The poorest families (incomes less than $7,500), stay poor. They receive no increases because taxation changes eliminate even the tiny improvements generated by changes in Family Benefits. Families with incomes between $7,500 and $50,000 will face large tax increases. The wealthiest group, those with more than $50,000 in income will actually benefit from reduced taxes. On average, they will receive 45 times the minuscule benefit proposed for the lowest income families. The richest Canadian families actually benefit while the working poor receive less and pay more.

Let me assure the Committee that these figures do not assume maximum tax savings from the new measures proposed in the Budget favouring the rich — the new $1/2 million capital gains exemption and $15,500 tax deductible contributions to RRSP's. They simply impose the 1990 taxation regime on the existing utilization patterns of incomes and tax deductions and shelters in Manitoba. Again, the Committee may wish to request similar analyses for other Canadian jurisdictions.

The partial de-indexation of personal exemptions and the elimination of the federal tax reduction for low income taxpayers will result in more than 61,000 new federal taxpayers in Manitoba by 1990, 98% of whom have less than $15,000 in income. The regressive impact of the changes on all Manitoba taxfilers, including those without children, is shown in Table 3.

TABLE 3 **ANNUAL IMPACT OF PROPOSED TAXATION CHANGES AS COMPARED TO THE CURRENT SYSTEM UPON ALL MANITOBA TAXFILERS, PROPOSALS FOR 1986 AND 1990**

Income Group ($)	% of Taxfilers (%)	Average Change in Total Taxes Payable Under 1986 Rules ($)	Average Change in Total Taxes Payable Under 1990 Rules ($)
under 7,500	14.3	60	121
7,500-15,000	30.4	90	274
15,000-25,000	28.8	123	413
25,000-50,000	23.4	91	638
50,000 and over	3.1	(547)	(1,286)
All Affected Taxfilers	100.0	77	338

(Figures in parentheses refer to decreases in taxes.)

On average, all but the richest Manitobans will pay more, even the poor, of whom 61,000 will be new federal taxpayers. Those with incomes over $50,000 will receive an average tax saving of $547 in 1986, rising to almost $1,300 in 1990. Even this benefit is conferred unevenly, with investors and professionals paying substantially less, while people in all other occupational groupings pay more. Our analysis shows that only about one-third of Manitobans earning more than $50,000 will benefit, with an average reduction in taxes of $6,350 or close to 10% of their current after-tax incomes. Clearly, the Budget is totally unfair to ordinary working men and women.

Premier Pawley has long stressed the important linkages between an unfair national tax system, the costs of tax preferences and pressure on vital programs and services. That is why tax reform is so important.

The real tragedy of the federal Budget is that it proposed massive new breaks for the privileged and then used professed concern about the federal deficit in proposing cuts in family benefits, cuts in old age pensions, cuts in native programming, cuts in health and higher education funding, and so on.

Again then, let me add the voice of our Government to the organizations and people calling for substantive and progressive tax reform. The basis for such reform was set out in our presentation to the Conference of Ministers responsible for Social Services last April and in the Honourable Howard Pawley's Statement at the 1985 Premiers' Conference. Copies are appended to this submission.

SUMMARY

In summary, the Government of Manitoba submits that:

- The proposed changes to the Family Benefits Legislation are unacceptable. They fail the tests set out by the Minister of National Health and Welfare in his Consultation Paper last January, namely

  > "...that scarce resources should first be diverted to those in greatest need." and
  >
  > "any savings which may result from program changes will not be applied to a reduction of the deficit."

  They also fail the "sacred trust" commitment of the Prime Minister.

- To meet, even minimally, those tests, three concrete changes are required:

  - modification to eliminate the regressive impact of the proposal;
  - dropping the proposals to partially de-index Child Tax Credits and Family Allowances in order to maintain the principle of universality. If "sacred trusts" are indeed "sacred", they should not be violated; and
  - provision of aggregate benefits at least equal to those of the current system.

- More generally, as indicated last April, our Government believes four elements must form the basis for comprehensive reform:

  - increase Family Allowance payments;

  - eliminate or reduce the Child Tax Exemption (but only as part of broadly-based tax reform);

  - increase the Child Tax Credit; and

  - improve public services: for example,

    - a National Day Care Act or other national leadership to improve access to quality child care for Canadian families;

    - national leadership in the fight against family violence; and

    - greater flexibility to share the costs of services to disabled children, battered women and others without demeaning needs tests.

  Lest anyone think our proposals unrealistic in the current fiscal environment, we would draw attention to:

  - the so-called "Western Accords" which are estimated to involve $9 billion in benefits and tax breaks to the oil industry over the next five years;

  - the increased tax deductions to wealthy Canadians through capital gains and RRSP regulations, amounting to an estimated $2 billion tax expenditure by the same date;

  - massive tax breaks to Gulf Oil and

  - bank bailouts of more than $1 billion.

  Clearly, funds are available for the wealthy but not at present, for poor families.

- Finally, the federal government should immediately convene a national conference on tax reform, to establish the principles and timetable for substantive, progressive tax reform for all Canadians.

In conclusion, I was deeply concerned by the latest poverty figures announced last week by the National Council of Welfare. It appears that, once again, most of the poor are women and children: two million, nine hundred and eleven thousand, or 70%. The proposed changes to Family

Benefits constitute another attack on these women and children. We only need look at the further fact that 50% of single parent families headed by women live in poverty. Reducing Family Benefits will further impoverish such women and their children. Furthermore, this measure is just one more cutback impacting unfairly upon the women of Canada: reductions in federal transfer payments, withdrawal of core funding for women's centres, cuts in training programs and now the Family Benefit changes all add up to a strategy of loading the deficit onto the backs of Canadian women.

As a woman, a Cabinet Minister, and Deputy Premier, I do not accept such policy, and, I respectfully submit, neither should your Committee.

Thank you.